

Instructional Materials in California:

An Overview of Standards, Curriculum Frameworks, Instructional Materials Adoptions, and Funding

This summary document has been prepared by the Curriculum Frameworks and Instructional Resources Division to provide you with general information about the following topics:

- Standards, Curriculum Frameworks, and Instructional Materials Adoption
- Legal Compliance
- The Instructional Materials Funding Realignment Program (IMFRP)
- Learning Resources Display Centers (LRDCs)
- Web Site Information

Each of these topics is addressed in a separate section in this document. If you need additional information, please contact:

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STANDARDS, CURRICULUM FRAMEWORKS, AND INSTRUCTIONAL MATERIALS ADOPTION

Content and Performance Standards

The California State Board of Education adopted content standards for the four core curriculum areas (English-language arts, mathematics, science, and history-social science) to meet the requirements of *Education Code* Section 60605. In November and December 1997, the State Board adopted content standards for English-language arts and mathematics, respectively. In October 1998 the State Board adopted content standards for history-social science and science.

Recent legislation has added *Education Code* sections 60605.1, 60605.2, and 60605.3, which authorized the creation of content standards in visual and performing arts, physical education, and foreign language, respectively. Content standards for visual and performing arts were adopted by the State Board of Education in January 2001. The State Board is required to adopt physical education standards no later than December 1, 2004, and foreign language standards no later than June 1, 2009. None of the standards in the noncore curriculum areas are mandatory for school districts.

For the most part the content standards are organized by grade level. In some instances they are organized by grade clusters or subject matter disciplines. The content and performance standards form the anchors for the statewide assessment system as well as the state's curriculum frameworks and instructional materials adoptions in the core curriculum areas.

Curriculum Frameworks

The California State Board of Education adopts curriculum frameworks for kindergarten through grade twelve in accordance with *Education Code* section 51002, which calls for the development of "broad minimum standards and guidelines for educational programs." In addition to the core curriculum areas of reading/language arts, mathematics, history-social science, and science, the State Board has adopted curriculum frameworks for foreign language, visual and performing arts, health, and physical education. The State Board approved revised reading/language arts and mathematics frameworks in December 1998, both embodying the respective content standards. The history-social science and foreign language frameworks were revised in 2001; the science and health frameworks were revised in 2002; and the visual and performing arts framework was revised in 2003. The mathematics framework is being revised in 2004.

Curriculum frameworks have a significant impact on education reform. The California frameworks, in particular, the *Reading/Language Arts* and *Mathematics Frameworks*, have drawn state and national recognition for their direct focus on essential subject matter content and for their substantive contribution to the improvement of teaching and

learning. Taken together, the content standards and curriculum frameworks describe what educators and professionals in the field (including experts in reading/language arts, history, science, and mathematics) expect K—12 students to know and be able to do. Based on national research in education and the specific content area, the frameworks (which incorporate the applicable content standards) provide a firm foundation for curriculum and instruction by describing the scope and sequence of the knowledge and skills all students need to master. The frameworks' overarching dedication is to the balance of factual knowledge and fundamental skills and the application of knowledge and skills in critical and creative thinking, problem solving, and the development of ideas.

The frameworks provide direction to publishers in that each framework includes criteria for the evaluation of instructional resources. These criteria are used to select, through the state adoption process set forth in *Education Code* sections 60200-60206, instructional resources for kindergarten through grade eight. Frameworks also serve as guidelines for the local selection of instructional resources for grades nine through twelve. They describe a structure within which to organize other important educational components and they provide direction for curriculum delivery so that all students may develop high levels of skills, knowledge, and understanding. Frameworks reflect current and confirmed research in content, curriculum structure, and strategies for effective teaching. They provide direction for teacher professional development programs, in-service and preservice training, and teacher licensing standards.

Frameworks also reflect research on effective assessment. Assessment instruments that are used to evaluate each student's progress and to hold schools and teachers accountable should reflect the content standards and other framework elements. Although curriculum frameworks cover the educational program from kindergarten through grade twelve, their effect can be seen in preschool programs, child care centers, and adult education programs as well.

The Curriculum Commission

The Curriculum Development and Supplemental Materials Commission (Curriculum Commission) was established in 1927 as an advisory body to the State Board. The Curriculum Commission is responsible for overseeing the development of frameworks and for recommending them to the State Board for adoption. The framework development process is designed to ensure broad public comment. When the Curriculum Commission, in accord with the State Board's framework and adoption schedule, determines that a new or revised framework is needed, the State Board appoints a Curriculum Framework and Criteria Committee (CFCC) for that purpose. Under the Curriculum Commission's guidance, the CFCC develops a draft framework for the Commission's consideration. All CFCC meetings are public meetings and include the opportunity for any interested and concerned party to address the members.

The Curriculum Commission is responsible for conducting a field review of each draft framework before recommending the draft to the State Board. Once the draft is

approved for field review, copies are mailed to interested individuals, posted on the Internet, and placed on public display in the Learning Resources Display Centers (LRDCs) throughout California. (See the section on LRDCs for more information.) Members of the public may submit written comments to the Curriculum Commission, the State Board, or both. The Curriculum Commission holds public comment sessions on the draft framework before submitting it for recommendation to the State Board. The State Board also holds a public hearing before considering the framework for adoption. After adoption by the State Board, frameworks are prepared for publication and made available for purchase through CDE Press. The *Reading/Language Arts, Mathematics, History-Social Science, Science, Foreign Language, Health, and Visual and Performing Arts Frameworks* are now in print. A new edition of the *Visual and Performing Arts Framework* will be released in 2004, and a new *Physical Education Framework* will be produced after the adoption of physical education content standards in 2005.

Instructional Materials Evaluation and Adoption

The State Board of Education has constitutional authority to adopt textbooks for grades one through eight (Article IX, Section 7.5 of the California Constitution) and statutory authority to adopt instructional materials for kindergarten. *Education Code* sections 60200-60204 describe the process for the adoption of instructional materials for these grades and mandate that submitted materials be evaluated for consistency with the adopted content standards and specific evaluation criteria approved by the State Board. The evaluation criteria are typically incorporated in the curriculum frameworks. Instructional materials are broadly defined to include textbooks, technology-based materials, other educational materials, and tests. The State Board traditionally adopts only basic instructional materials programs; that is, programs that are designed for use by students and their teachers as a principal learning resource and that meet in organization and content the basic requirements of a full course of study (generally, one school year in length).

The Curriculum Commission serves as an advisory body to the State Board in the evaluation and adoption process. Primary adoptions (i.e., the first adoption following the approval of new evaluation criteria) are conducted every six years for the four core curriculum areas. The upcoming cycle for these primary adoptions is as follows: history-social science (2005), science (2006), mathematics (2007), and reading/language arts (2008). Primary adoptions in foreign language, visual and performing arts, and health are to be conducted every eight years. The State Board does not adopt instructional materials for physical education.

Follow-up adoptions were once held between the primary adoptions for each subject. However, funding cuts forced these adoptions to be suspended in 2002 and 2003. Currently, the State Board is implementing follow-up adoptions that will be supported by the assessment of fees on publishers and producers who submit materials to the California Department of Education (CDE). This procedure will satisfy the requirement for follow-up adoptions present in the *Education Code* and is authorized by *Education Code* Section 60227.

Adoptions in the core subject areas are a powerful leverage point for educational reform and improvement in student achievement. The impact of instructional materials on classroom learning is significant. Because of the limited staff development dollars available in the state, thousands of new and experienced teachers look to model lessons and instructional materials to accomplish the goals established in the curriculum frameworks. Gilbert T. Sewell, of the nonprofit American Textbook Council, says the following about history textbooks, and his sentiments apply universally:

Textbooks are the foundation on which teachers create their lessons. They are the primary source of information for students in classrooms across the United States in history and in all other subjects that they study. . . . How texts are created, selected, and used does much to standardize what is taught and learned in elementary and secondary schools. Research indicates that 70 to 90 percent of classroom learning in history and civics classes is textbook-driven and derived, that is, orchestrated through an annotated and scripted teacher's edition.

History Textbooks: A Standard and Guide
American Textbook Council, 1994

Like the framework development process, the adoption process is designed to ensure broad public comment. The adoption process involves three concurrent steps:

- *Legal compliance review.* The legal compliance review, also known as the "social content review," is conducted to ensure that all instructional resources used in California public schools are in compliance with *Education Code* sections 60040-60045 and 60048 as well as with State Board guidelines contained in the document *Standards for Evaluating Instructional Materials for Social Content (2000 Edition)*. Resources not in compliance with the standards must be revised to comply or be withdrawn from the adoption process. (See the legal compliance section for more information.)
- *Public review and comment.* The adoption process is designed to ensure that the public has the opportunity to review and comment on resources considered for State Board adoption. Samples of instructional resources submitted for adoption are available for public review at the Learning Resources Display Centers. (See the section on the Learning Resources Display Centers for more information.) Written comments on the resources are forwarded to the Curriculum Commission and the State Board for consideration. In addition, three separate public hearings are held prior to adoption: one before the appropriate Subject Matter Committee of the Curriculum Commission, one before the full Curriculum Commission, and one before the State Board.
- *Education content review.* The education content review is based on specific evaluation criteria and the content standards for the given subject area under consideration for adoption. The evaluation criteria, like the frameworks, are

developed by the Curriculum Commission and are adopted by the State Board. Following a statewide recruitment and thorough application process, the Curriculum Commission recommends and the State Board appoints two panels, the Instructional Materials Advisory Panel (IMAP) and the Content Review Panel (CRP). The IMAP is composed primarily of classroom teachers (but also includes a range of other participants; e.g., school administrators, curriculum specialists, and parents) who evaluate materials according to all elements of the criteria. The CRP is composed of recognized subject matter experts who review materials according to the content criteria and standards to ensure that the materials are accurate, are adequate in their coverage, and are based on current and confirmed research. CRP members review only those materials or parts of them that pertain to their expertise. The CRP/IMAP issue a report of findings to the Curriculum Commission.

Both panels receive training on the State Board-adopted criteria and individually review the submitted programs. The CRP/IMAP prepare a report of findings for the Curriculum Commission; this report includes a recommendation for adoption, adoption with minor corrections and edits, adoption for a narrower range of grade levels than requested by the publisher, or rejection. The Curriculum Commission makes its adoption recommendation based on all the information received; that is, commissioners consider the CRP/IMAP report of findings, publisher responses, and written and oral comments from the public. They also study the submitted resources individually and, as noted above, conduct public hearings before recommending resources to the State Board. The Curriculum Commission develops a written report containing the Commission's recommendation on each submission. This report is forwarded to the State Board.

The State Board considers the Curriculum Commission's recommendations, related documents, and public comment prior to adopting (with or without conditions) or rejecting each submission. The Curriculum Commission's report is modified as necessary to reflect the State Board's actions, and the final document is widely distributed.

Impact of State Adoption on Local Selection

Local educational agencies (school districts, charter schools, and county offices of education) have the authority and the responsibility to conduct their own evaluation of instructional materials and to adopt the materials that best meet the needs of their students. Some local agencies conduct adoptions on an agencywide basis; others delegate authority to individual school sites to select their own materials. However, all instructional materials used in California public schools must be in compliance with *Education Code* sections 60040-60045 and 60048, which outline requirements for materials that accurately portray the racial and cultural diversity of society; include the effects of dangerous substances such as tobacco and drugs; encourage thrift, fire prevention, and humane treatment of animals and people; contain the Constitution of the United States and the Declaration of Independence; and do not use or display

commercial brand names and corporate logos. These requirements and additional State Board guidelines are contained in the document *Standards for Evaluating Instructional Materials for Social Content (2000 Edition)*, available on the CFIR Web site at <http://www.cde.ca.gov/ci/cr/cf/documents/socialcontent.pdf>. Local agencies and schools are encouraged to use the content standards, the curriculum frameworks, the State Board-adopted evaluation criteria, and the reports on each adoption as resources when making their own decisions. Although the state evaluation criteria are developed for kindergarten through grade eight state adoptions, these criteria may also be useful in the design of evaluation criteria for high schools.

Instructional Materials in Languages Other than English

Publishers may, but are not required to, submit *alternate format* versions of their programs submitted for adoption in languages other than English. Non-English alternate formats must be “equivalent in content” to instructional materials adopted by the State Board, in keeping with the provisions of *California Code of Regulations Title 5, Section 9528*.

LEGAL COMPLIANCE

Instructional materials used in California public schools must comply with *Education Code* sections 60040-60045 and 60048 as well as the State Board of Education guidelines in the document *Standards for Evaluating Instructional Materials for Social Content (2000 Edition)*. These statutes and policies were adopted so that instructional materials used in California would portray in a realistic manner democratic values, cultural pluralism, and the diversity of the state’s population; emphasize people in varied, positive, and contributing roles in order to influence students’ school experiences constructively; and ensure that materials do not contain inappropriate references to commercial brand names, products, or corporate or company logos. The review process to determine compliance with the *Education Code* and State Board of Education guidelines is referred to as the “social content review” or “legal compliance review.” Both terms refer to the same process.

For kindergarten through grade eight, the California Department of Education conducts social content/legal compliance reviews. School districts may also conduct their own reviews. For grades nine through twelve, local governing boards have the responsibility for ensuring that the legal and social compliance requirements are met. (See *Education Code* sections 60040-60045 and 60048.)

State-level legal and social compliance reviews are performed on materials submitted as a part of the adoption process. However, publishers may at any time submit new or revised instructional materials for social content review as long as the resources are in a subject area for which instructional materials are adopted by the State Board. Both print and technology-based instructional resources approved for social content are listed in the *Instructional Materials Approved for Legal Compliance* database. This database

includes only nonadopted instructional resources. Adopted resources are listed in the *Price List and Order Forms* (PLOFs).

INSTRUCTIONAL MATERIALS FUNDING REALIGNMENT PROGRAM

Assembly Bill 1781 added Chapter 3.25, sections 60420-60424, to the *Education Code* to implement the new Instructional Materials Funding Realignment Program (IMFRP).

Assembly Bill 1781 provides that:

Districts must use funds to “ensure that each pupil is provided with a standards-aligned textbook or basic instructional materials, as adopted by the State Board of Education subsequent to the adoption of content standards pursuant to Section 60605 for kindergarten and grades 1 to 8, inclusive, or as adopted by the local governing board pursuant to Sections 60400 and 60411, for grades 9 to 12, inclusive.” (Section 60422 [a])

“Pupils shall be provided with standards-aligned textbooks or instructional materials by the beginning of the first school term that commences no later than 24 months after those materials were adopted by the State Board of Education.” (Section 60422 [a])

Once a governing board certifies that each pupil has been provided with a standards-aligned textbook or basic instructional materials in the “core curriculum areas of reading/language arts, mathematics, science, and history/social sciences,” and if the governing board has “met the eligibility requirements of Section 60119” by holding a hearing and adopting a resolution on the sufficiency of instructional materials, then the remaining funds may be used for other stated purposes as listed in Section 60242 (a) . (Section 60422 [b])

The other stated purposes listed in Section 60242 (a) include the use of funds for the following purposes:

- To purchase instructional materials adopted by the State Board for kindergarten through grade eight, or by the governing board for grades nine through twelve for other subject areas
- To purchase, “at the district’s discretion, instructional materials, including, but not limited to, supplementary instructional materials and technology-based materials, from any source”
- To purchase tests
- To purchase classroom library materials for kindergarten through grade four
- To bind textbooks
- To fund in-service training related to instructional materials.

The State Board may grant the school district additional time to meet the purchasing requirements if the governing board of the school district demonstrates that:

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- The school district “has implemented a well-designed, standards-aligned basic instructional materials program.”
- The school district “has sufficient textbooks or instructional materials for use by each pupil.”
- The school district “has adopted a plan for the purchase of standards-aligned instructional materials. . . but that plan indicated an alternative date for compliance that is declared in the request for additional time.”

(Section 60422 [c])

More information about the IMFRP, including a Frequently Asked Questions about the program, can be found on the CFIR Division Web site at <http://www.cde.ca.gov/ci/cr/cf/imfrpintro.asp>.

Prior Year Funding Programs

The funding provisions of the Instructional Materials Fund (IMF) for both kindergarten through grade eight and grades nine through twelve became inoperative on January 1, 2003. The *Education Code* provisions of the Schiff-Bustamante Standards-Based Instructional Materials Program were extended to June 30, 2003, and continue to apply to carryover funds for this program. The Classroom Library Materials Act of 1999 was repealed by Assembly Bill 1781. Schiff-Bustamante funds carried over from prior years must be spent by June 30, 2004, or they revert back to the state; there is no limit on holdover of kindergarten through grade eight and grades nine through twelve IMF funds.

Petitions to Purchase Nonadopted Instructional Materials

School districts may petition the State Board to use state instructional materials funding to purchase nonadopted instructional materials, as noted in *Education Code* sections 60200(g) and 60421(d). More information is available on the CDE Waiver Process Web page at <http://www.cde.ca.gov/re/lr/wr/>. Petitions must include assessment data and a narrative completed by the petitioning district that stresses the way in which the district wishes to use the materials to promote the achievement of their students. Forms and guidelines are available on the Web site noted above or through the CDE Waiver Unit, telephone 916-319-0824. The State Board may require that the materials for which the petition is being sought undergo a review by the Curriculum Commission.

LEARNING RESOURCES DISPLAY CENTERS

The California Department of Education encourages local educational agency and school site representatives and the public to be familiar with and use their nearest Learning Resources Display Center (LRDC). The LRDCs play a critical role in the state adoption of instructional resources and can be a valuable resource for school districts in their selection of resources. All LRDCs contain samples of instructional resources in text format, and many of them also display technology-based resources.

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Members of the public and local agency and school site staff should consider visiting the LRDC to review and comment on draft curriculum frameworks and on instructional resources under adoption consideration. In addition, those persons responsible for evaluating instructional resources at the local level may wish to visit the LRDC to review adopted instructional resources for the purpose of identifying those resources that best meet the needs of the local agency's or school's students. The Curriculum Frameworks and Instructional Resources (CFIR) Division maintains a current address list for the LRDCs on the Web at: <http://www.cde.ca.gov/ci/cr/cf/lrdc.asp>. Before visiting an LRDC, one should call to verify the hours of operation and the address.

WEB SITE INFORMATION

The California Department of Education provides online information on many important aspects of education in this state. The information can be downloaded free of charge. The Department's general Web site is <http://www.cde.ca.gov>. Information on the CFIR Division Web page at <http://www.cde.ca.gov/ci/cr/cf> includes information about currently adopted instructional materials, the curriculum frameworks, the membership and activities of the Curriculum Commission, and school libraries.

For more information contact:

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